LEMON GROVE CITY COUNCIL AGENDA ITEM SUMMARY

Item No Mtg. Da Dept.		
Item Tit	le: Lemon Grove Avenue Realignmen	t Project
Staff Co	ontact: Mike James, Assistant City Man	ager / Public Works Director
Recomi	mendation:	
	t a resolution (Attachment B) approving on Grove Avenue Realignment Project.	the project budget and time extension for the
Item Su	ımmary:	
Lemon specific	Grove Avenue Realignment project. During changes were and implemented the final	revised scope of work and project budget for the ing that presentation, staff summarized what the decision to continue to move the project forward.
two sta that tin conclud	off reports presented to the City Council in Inne, what are the financial implications, w	tive describing what content was contained in the March 2018, what major activities occurred since hat the timeline is to complete the project, and is to the City Council that it approves the updated Grove Avenue Realignment Project.
Fiscal I	mpact:	
If appro	oved, the following financial actions will be	taken:
1.	The project budget increases by \$484,76	31 to an amount not to exceed \$7,612,344,
2.	The contract with West Coast General C amount not to exceed \$6,561,953,	onstruction (WCG) increases by \$301,400 to an
3.	The contract with WCG extends by 184 cand	days from June 30, 2018 to December 31, 2018,
4.	The agreement with Infrastructure Engine to an amount not to exceed \$466,846.	eering Corporation (IEC) will increase by \$15,000
Environ	nmental Review:	
Not	subject to review	☐ Negative Declaration
Cat	egorical Exemption, Section	Mitigated Negative Declaration
Public I	nformation:	
⊠ Nor ☐ Not	ne	☐ Notice to property owners within 300 ft.☐ Neighborhood meeting
Attachn	nents:	
A. Staff		D. LGA Realignment Project Budget
	olution	(October 2018)

B. Resolution

2018)

C. LGA Realignment Project Budget (March

-1-

LEMON GROVE CITY COUNCIL STAFF REPORT

Item	No.	3	

Mtg. Date <u>October 16, 2018</u>

Item Title: Lemon Grove Avenue Realignment Project

Staff Contact: Mike James, Assistant City Manager / Public Works Director

On March 20, 2018, the City Council approved a revised scope of work and project budget for the Lemon Grove Avenue Realignment project. Over the course of two public meetings, the City Council received additional details about the Lemon Grove Avenue Realignment Project (LGA Realignment Project) that summarized how the project was originally awarded for construction in June 2016 to why additional time and funds were needed to complete the project.

Since August 2018, staff has continued to navigate multiple project tasks to approach the final goal of project completion. During that time, it was discovered that the original revenue estimates affiliated with the LGA Realignment Project were incorrect and additional construction challenges have increased the total expenditures necessary to complete the project. The project budget is facing a deficit of \$844,335.

The remaining portion of this staff report will summarize all information that was shared in March 2018, what the major activities that occurred since that time to present date, what the financial implications are to complete the project to include what solutions staff is presenting, and concludes with staff's recommendation to the City Council to approve the updated project budget/timeline for the LGA Realignment Project.

Background:

The Lemon Grove Avenue Realignment Project (LGA Realignment Project) is the City's single largest construction project that originated more than a decade ago in preliminary design. When enough grant funds were applied for and awarded to the City, staff was able to begin construction on this project in 2016. As detailed in the background portion of this staff report, on June 21, 2016 the City Council awarded a construction contract to WCG in an amount of \$5,506,461.19. The estimated timeline to complete the project was 12 months or July 2017. Since construction began there have been several events that impacted the scope of work, project timeline, and project budget, all of which are detailed in the section.

Scope of Work

As a summary, this project consists of grading, roadway modifications to the off-ramp, installation of curb, gutter, sidewalks and driveways, sewer and water main relocations, new street lighting, new traffic signals, traffic signing and striping, landscape and irrigation, railroad signaling and grade crossing improvements, railroad overhead contract system modifications, and pavement restoration. While not desired but fully expected, there were several events that occurred in the field that required project change orders. Up to this point in the project many of the costs fell within the established contingency originally approved. However, the most recent change orders now will place the project costs more than the established contingency and now staff is requesting that the City Council review the change order summary (shown below) with the recommendation that each are approved. By approving the change orders and new project budget, staff will be able to continue forward progress to complete the project by Spring 2018.

Change Order Summary:

Attachment C outlines all revenues and estimated expenditures to complete the project. Below are the four change orders that have been processed by staff:

- 1. <u>Change Order No. 1:</u> -\$10,104.13. Removing unforeseen concrete rip-rap in Caltrans ROW, sewer jack and bore encountered unforeseen utilities, the removal of a concrete slab, removal of the Helix Water District Fees and Bonds, and the removal of trees and related irrigation.
- 2. <u>Change Order No. 2:</u> +\$471,808.80. The soil that was on site for the project was determined to be impacted. The cost to manage impacted soil versus non-impacted was higher due to on-site inspections and laboratory testing.
- 3. Change Order No. 3: +\$292,387.63. When the project was designed, the original plan was to allocate a portion of the total soil on-site as impacted. However, once the contractor began work, all soil on-site was determined to be impacted rather than a portion of the soil. Additionally, an unforeseen concrete encasement was discovered surrounding the existing sewer main beneath the MTS tracks resulting in hand tunneling. Also, the delay in work required an extension to the insurance requirements to work in the MTS ROW. Lastly, following the installation of sidewalk on the north east corner of Olive Street and North Avenue it was determined that a small retaining wall would need to be added to stabilize the foundation and driveway of the adjacent property.
- 4. Infrastructure Engineering Company (IEC) CO 1 Additional Inspection Work: Due to the changes that are listed above, the amount of time that IEC has spent on site, working with WGC and coordinating information/permits/meetings with all utilities has increased. As such, the original scope of work presented by IEC has increased. This change order will budget an amount that will allow IEC to complete all construction management services until the project is completed. Impact: Cost increase of \$67,080.
- 5. Rick Engineering CO 1 Additional Project Management Services/Undergrounding: Rick Engineering has provided project management services for the city since this project began. Originally, staff intended to use the same project manager to also assist with the overhead utilities undergrounding project because it should have occurred at the same time. However, with the undergrounding project now delayed until after the realignment project is completed, additional funding is now required to coordinate work with AT&T, Cox Communication and AT&T for an estimated two-year period until the undergrounding project is completed. Impact: Cost increase of \$77,000.

Realignment Project Separated from the 20A Overhead Utility Undergrounding Project.

Staff wanted to also provide a summary of the Overhead Utility Undergrounding Project which will occur in the same area as the realignment project. In April 2017, staff advertised a construction bid to underground all overhead utility facilities in the realignment project area as well as heading east on north avenue. Unfortunately, all bids received exceeded the franchise utility company's engineer's estimate for the City to manage the project. Staff approached AT&T, Cox Communications and SDG&E to inquire if each entity would be willing to increase each of their respective cost estimates to allow the city to award a construction project. The difference in cost that would have to have been absorbed by the utility companies totaled approximately \$140,000. The utility companies were not able to amend their cost estimates. That left staff with only one option to complete the realignment project and turn the undergrounding project over to SDG&E to now manage and complete as one of its own projects. Staff has met with the utility companies and the anticipated work to redesign the project, advertise, award, and construct is estimated to take 18 months. Staff estimates that

this project will begin after the realignment project is complete, however, a definitive timeline is not available at the time this staff report was prepared. Staff will continue to monitor the undergrounding project and, as previously detailed, there will be a project manager that will continue to be the liaison with SDG&E to make the overhead utility undergrounding project a priority project.

Timeline

The original construction timeline when the project was awarded to WCG was 12 months. As noted in the previous section of this staff report, staff has experienced several financial changes that negatively impacted the project budget. In addition to the financial impacts there are many reasons as to why the timeliness of the project was delayed. Those reasons are detailed below.

- Caltrans: Caltrans requested changes to the phase 2 traffic control plans. These changes were requested to minimize the disruption of detouring outgoing Lemon Grove Avenue traffic around and through La Mesa to access the Hwy 94 on and off ramps.
- Helix Water District. After plan approval, Helix required significant changes be made to the original water main plans which impacted the critical path for completion while revisions were created, reviewed and approved prior to constructing.
- SDG&E: Service orders for the electrical work were not issued because SDG&E was
 waiting to approve all work for the realignment and overhead utility undergrounding project
 simultaneously. A significant amount of time was required to get SDG&E to segregate the
 two projects and receive the necessary approvals just for the realignment project. This
 also caused all traffic signal work to be delayed until electrical service could be
 established.
- Sewer Line Jack and Bore: A concrete encasement around the existing sewer main was
 discovered while working underneath the MTS tracks. This resulted in the only course of
 action to hand tunnel with jack hammers.
- Rain Events: When the project was in the mass grading phase of construction there were
 significantly heavy rain events. Work was impacted by each individual rain event and
 each was amplified due to the saturate nature of the soil on site. The site was shut down
 for extended periods of time while the existing grade dried sufficiently to then be worked
 on. Furthermore, the rain also caused similar problems when exporting soil from the site.

With information available at the time this staff report was drafted, staff anticipated that the realignment project would have been completed in Spring 2018.

Budget:

At noted in **Attachment C**, staff created a table that compared the original project budget of \$6.3 million to the revised project budget of \$7.2 million. As previously noted, each change order (detailed in a previous section of this staff report) were necessary actions to continue forward progress on this project. The city's project team (IEC, Rick Engineering, and the Engineering Division) has worked closely with the contractor to negotiate all costs, which are now the most current cost estimates that staff recommends the City Council approve to complete the project.

Discussion:

The remaining portion of this staff report will highlight major construction activities that occurred since March 2018, summarize the financial need based all known information, and conclude with an estimated timeline to complete the project and return to the City Council with a project acceptance staff report.

<u>Project Activities</u>: The majority of the activities since the last project update to the City Council focused on traffic signals, street improvements, and trolley signal/intersection improvements. Staff attempted to list an abbreviated summary below as the items occurred by month from April through present day.

April 2018:

- Demo asphalt near trolley tracks and the old part of Lemon Grove Avenue near the bridge,
- Grading North Avenue west of the trolley tracks,
- Landscaping, shrubs, and trees planted along the new Lemon Grove Avenue,
- Restarted work on storm drain near MTS tracks on North Avenue,
- o SDG&E installed meters for Broadway and Olive intersection traffic signal, and
- Storm drain box installed in the Caltrans right-of-way.

May 2018:

- o Bio-swales installed on both sides of Lemon Grove Avenue,
- Electrical connections installed in North Avenue for the traffic signals, and
- MTS trolley train safety gate installed.

June 2018:

- Brow ditch installed in Caltrans right-of-way,
- Curb, gutter and concrete flatwork installed in the MTS right-of-way,
- o Grading subgrade for sidewalk and medians on North Avenue,
- Installing conduit in Caltrans right-of-way for traffic signals,
- Overhead catenary system (OCS) pole conflict discovered. Discussions between HNTB, MTS, WCG and City began,
- OCS pole foundation poured,
- Old rail signal equipment removed and prepared to install new system,
- Rail control vault set in MTS right-of-way,
- Rail conduit installed beneath the tracks.
- Redesign of intersection grades at southeast corner of rail crossing,
- Rock stockpile removed from the site,
- SDG&E removed remaining transmission pole
- Storm drain inlet in the Caltrans right-of-way poured, and
- Traffic signal poles placed upright.

• July 2018:

- Grading subgrade for Lemon Grove Avenue in the Caltrans right-of-way and on North Avenue between Citronica and the west side of the trolley tracks,
- o Pave the north side of the eastbound ramp in Caltrans right-of-way,

- Railroad control house, which holds all signaling and switching components, was installed and an error in the controller was identified,
- Sidewalk poured in Caltrans right-of-way, and
- Traffic signal equipment install on North and Olive.
- August/September 2018:
 - Controller and cabinet units were ordered with a 5-week lead time.
 - Final paving and striping on North Avenue occurred, and
 - Traffic loops installed on the off-ramp.
- October 2018:
 - o MTS/CPUS field safety inspection occurred, and
 - New controller was received and programmed by subcontractor.

The project is nearly complete with the following work items occurring in the next 30 days. Those items are highlighted below:

- ADA Curb Ramp at the EB on-ramp to SR94: The original design did not meet ADA requirements. Rick Engineering redesigned the two curb ramps and submitted to Caltrans for review.
- EB off-ramp from SR-94 to LGA: The asphalt berm is scheduled to be installed on the evening of October 18, 2018. After its completion, the crash barrels will be removed, and the entire off-ramp will be open.
- Installation of Guardrail on the South End of the Bridge: The subcontractor discovered a conflicting encasement when originally digging post holes.
- Installation of Traffic Loops on the Off-Ramp: This will occur when HMS is on-site for the other traffic signaling work.
- K-Rail for Above Ground Utility Poles: The k-rail is to protect the SDG&E poles that will remain in place after the completion of the project. Because WCG is currently in control of the site due to the project, once it demobilizes the entire project area will be turned back over to the City. Rick Engineering prepared a traffic control plan that will protect all five poles in the roadway with concrete railing.
- Modifications to Fiber Optic Interconnect System: This relates to unforeseen additional fiber optic work that was not originally specified. HMS just received the change order for the work and they will need to order the equipment/materials. This work will involve the removal and replacement of several sidewalk panels throughout the project.
- Modifications to Signal Poles at Olive/North: Due to overhead utilities not undergrounded, this work consists of trimming one pole and the installation of a shorter safety light mast arm on another pole. The trimming of the pole will take place while HMS is again on-site. The shorter mast arm is not scheduled for delivery until November 16, 2018 and the lead time when ordered was 16 weeks and that timeline looks to be accurate.
- Relocation of the Flashing Beacon on Caltrans On-Ramp: This will occur when HMS is next mobilized on site.

A significant portion of the delays were attributed to delays in plan review working in the Caltrans right-of-way, utilities requiring changes from the original plans, and traffic signal equipment

modifications to comply with MTS requirements. Each of those delays increased the amount of time to complete the project as well as increased the amount of money that was needed to redesign a solution and then to construct the solution. The next section will highlight the revenue and expenditures involved in this project.

Financial Summary:

With the recent additions of full-time staff members in key positions on the executive team there is more attentiveness and thoroughness when it comes to the preparation and review of the financials of the Citywide budget. This is especially true for the LGA Realignment project. With that said, this past six weeks have been difficult to navigate, the project revenues and expenditures have dramatically changed. A summary of both are shown below and shown in **Attachment D**:

Revenue: This update is due to a revenue reconciliation that discovered the amount of revenues thought to be available for the project really were not available. From 2014 to 2016, prior the realignment construction project, the City paid \$595,920 of design and project management to NV5 and Rick Engineering for pre-construction LG Realignment work. These costs were paid from the bond funds (Fund 64) and from the IIG grant revenue (Fund 40). The total expenditures for those two items, \$595,920, was not accounted for in the financials when the LG Realignment project was brought forward to the City Council for approval to construct. The total amount remaining from the eight revenue sources, for all realignment related expenditures, equals \$627,199. The revenue shortfall places the City in a very precarious position to complete the project.

Expenditures: A summary of the final expenditures to complete the project are reflected in below.

- 1. Change Order No. 4: +\$166,400.47. Due to changes in MTS requirements between design and construction traffic signal loops needed to be added to the project. Also, the original signal equipment specified for the intersection of LGA and North Avenue did not have the capacity to property control the intersection and the rail pre-emption equipment. New equipment had to be ordered, programmed and installed. In relation to the interconnection of the signal controllers, the original plan did not connect all the controllers via fiber optic cable. Next, because the 20A undergrounding project did not proceed, the height of one of the signal pole had to be cut to accommodate SDG&E safety clearance. Lastly, the existing grade at the Caltrans on/off-ramp was not enough to manage two ADA curb ramps therefore it had to be redesigned and constructed. Caltrans also required changes to the original plan to install traffic loops on SR94.
- 2. Tentative Change Order No. 5 (Final Work Items): +\$175,000. An estimate not to exceed amount, these final work items included the cost to design, regrade and construct the intersection east of the trolley tracks, the MTS safety fencing requirements that were imposed in October 2018, constructing a block wall around a AT&T cabinet that was not included in the original plans, cost to relocate a Caltrans flashing beacon, design and construct a retaining wall/sidewalk at the MTS tracks, include an additional pedestrian signal at North and Lemon Grove Avenue, and relocate underground conduit that was discovered when a guardrail was being installed.
- 3. <u>NV5 Construction Support Agreement</u>: +\$10,436. This amount is the remaining billing that may or may not be used depending on the final construction tasks.
- 4. <u>IEC Agreement</u>: +\$18,226. Includes a \$15,000 change order increase for additional soil testing in the field and report generation to meet Caltrans requirements plus the remaining amount on the prior agreement.

- 5. <u>Pacific Railway Enterprises (PRE)</u>: +\$27,163. Includes the current remaining balance of \$8,221 plus an additional \$18,942. The additional technical signal design and inspection work.
- 6. <u>HNTB</u>: +\$2,451. This is the remaining contract balance for overhead catenary inspection costs.
- 7. RailPros: +\$9,050. Additional work to prepare signal timing chart, controller lab testing, and signal turn-on field support.
- 8. <u>K-Rail Pole Protection</u>: +\$101,000. The purchase and installation of k-rail to protect the five wood poles that remain. Staff and SDG&E have concluded that this cost will be reimbursed to the City as the initial expenditure related to the undergrounding project that will shortly occur.

The total known costs to complete the realignment project, which is the sum of the above items with the exception of the k-rail costs, equals \$1,471,534.

Shortfall:

Between the revenue that was previously spent on pre-construction LGA Realignment design and management and the additional project expenditures listed above, the City is facing an \$844,335 shortfall. That means to reach project completion, the City is expecting expenditures that are \$844,335 over the available revenue sources. Although the attached project budget (Attachment D) includes the pre-construction expenditures for transparency purposes, if that \$595,920 is removed, the total LG Realignment construction budget becomes \$7,612,344. This is an increase of \$484,761 from the March 20, 2018 City Council approved project expenditures.

The City's General Fund balance is currently a little over \$5 million. This source of cash reserves can be used to pay the remaining expenditures necessary to complete the project. The reserves may be replenished by future one-time revenue generated sources, the collection of liens/sale of land or other sources yet to be determined. Staff will prepare a formal fund balance replenishment plan for the City Council in combination with the mid-year budget presentation.

Timeline:

After working with the general contractor, construction manager and project manager, city staff believes that the project will be completed by December 31, 2018, which is a time extension equal to 184 days. The staff report for project completion and acceptance is tentatively scheduled to be presented to the City Council on December 18, 2018.

Conclusion:

Staff recommends that the City Council adopts a resolution (**Attachment B**) approving the project budget and time extension for the Lemon Grove Avenue Realignment Project.

RESOLUTION NO. 2018 -

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LEMON GROVE, CALIFORNIA APPROVING THE PROJECT BUDGET FOR THE LEMON GROVE AVENUE REALIGNMENT PROJECT

WHEREAS, the Lemon Grove Avenue Realignment Project was scheduled as a part of the city's five-year capital improvement program; and

WHEREAS, an agreement was awarded to West Coast General Corporation and established a project budget not to exceed \$6,310,300; and

WHEREAS, since the projects inception there have been several unforeseen events that delayed work and increased project costs; and

WHEREAS, it is necessary to increase the project budget and specific contract and agreement costs to mitigate the project delays and change orders; and

WHEREAS, the City Council finds it in the public interest that the recommended scope of work, budget and timeline are amended to allow West Coast General Corporation to complete the construction project.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Lemon Grove, California hereby:

- 1. Increases West Coast General Corporation's (WCG) agreement to not exceed \$6,601,953, and
- 2. Increases Infrastructure Engineering Corporation's (IEC) agreement to not exceed \$466.846, and
- 3. Extends a project timeline not to exceed December 31, 2018 for the Lemon Grove Realignment Project; and
- 4. Authorizes the City Manager or designee to execute all amendments and manage all project documentation.

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Lemon Grove Avenue Realignment Project Budget Summary (March 2018)

Revenues	Approved Revenues	Requested Revenues	Expenditures	Approved Expenditures	Requested Expenditures
SGIP Fund	\$805,000	\$805,399	West Coast General	(\$5,506,461)	(\$5,506,461)
CDA – Gen Bond (Fund 64)	\$1,800,000	\$1,900,000	CO 1 – Street furnishing		\$10,104
CDA – IIG (Fund 58/63)	\$1,560,000	\$1,560,000	CO 2 – Impacted soil (past)		(\$471,809)
TDA (Fund 10)	\$237,400	\$237,400	CO 3 – Sewer J & B		(\$110,653)
Street Reserve (Fund 3)	\$150,000	\$159,000	CO 4 – Impacted soil (future)		(\$159,545)
TransNet (Fund 14)	\$1,000,000	\$1,586,000	CO 5 – MTS insurance		(\$11,500)
RTCIP (Fund 27)	\$557,900	\$563,216	CO 6 – Retaining Wall		(\$15,372)
Sanitation District (Fund 16)	\$200,000	\$478,693.62	BV/NV5 Design	(\$117,582)	(\$117,582)
			IEC	(\$384,766)	(\$384,766)
			CO 1 – Project Extension		(\$67,080)
			Rick Engineering	(\$153,282)	(\$153,282)
			CO 1 – Project Ext./20A		(\$77,000)
			PRE (Rail Signaling System)	(\$38,064)	(\$38,064)
			HNTB (Cons. Ins. Catenary)	(\$13,884)	(\$13,884)
Total Revenues	\$6,310,300	\$7,289,708.62	Total Expenditures	(\$6,214,039)	(\$7,116,894)
			Difference in Rev. v. Exp.		\$172,814.62

Lemon Grove Avenue Realignment Project Budget Summary

Updated 10.9.2018

Expenditures	Approved Expenditures March 6, 2018 by CC	Revised Project Expenditures	Total Expenditures Made	Project Expenditures Remaining
West Coast General	(6,260,553)	(6,260,553)	(5,197,746)	(1,062,808)
CO 4	-	(166,400)	-	(166,400)
Remaining Construction Costs	-	(175,000)	-	(175,000)
NV5 Construction Management	(117,582)	(117,582)	(107,146)	(10,436)
BV/NV5 Design	Prior CC approval	(529,563)	(529,563)	-
IEC	(451,846)	(451,846)	(448,620)	(3,226)
Change Order	-	(15,000)	-	(15,000)
Rick Engineering	(230,282)	(230,282)	(230,282)	-
Pre-Construction Cost	Prior CC approval	(66,357)	(66,357)	-
PRE (Rail Signaling System)	(38,064)	(38,064)	(29,843)	(8,221)
CO 1	-	(18,942)	-	(18,942)
HNTB (Cons. Ins. Catenary)	(13,884)	(13,884)	(11,433)	(2,451)
RailPros	-	(9,050)	-	(9,050)
Misc				
SCS Engineers	-	(63,689)	(63,689)	-
D-Max Engineering	-	(9,638)	(9,638)	-
MJC Construction	(15,372)	(15,534)	(15,534)	-
State Water Resource Board	-	(11,967)	(11,967)	-
American Fence Company	-	(3,337)	(3,337)	-
Accurate Video Counts, Inc	-	(3,600)	(3,600)	-
MTS	-	(2,443)	(2,443)	-
Restoration Mgmt Company	-	(1,494)	(1,494)	-
The East County Californian	=	(469)	(469)	-
SDG&E	-	(885)	(885)	-
Dokken Engineering	-	(470)	(470)	-
Aguirre & Associates	=	(745)	(745)	-
Air Pollution Control District	-	(331)	(331)	-
US Bank	=	(304)	(304)	-
Helix Water District	=	(339)	(339)	-
Carrion, Jorge (Compost Socks)	-	(496)	(496)	_
Carrion, sorge (Compost Cocks)				

Revenue Sources	Approved Revenues March 6, 2018 by CC	Revised Project Revenue	Total Revenue Used	Revenue Available
SGIP Fund (Fund 14)	805,399	833,630	805,000	28,630
CDA – Gen Bond (Fund 64)	1,900,000	2,088,579	1,870,829	217,751
CDA - IIG (Fund 40)	1,560,000	1,560,000	1,601,624	-
TDA (Fund 10)	237,400	237,400	73,594	163,806
Street Reserve (Fund 3)	159,000	132,301	-	132,301
TransNet (Fund 14)	1,586,000	1,369,111	1,304,634	64,477
RTCIP (Fund 27)	563,216	622,590	622,590	-
Sanitation District (Fund 16)	478,694	478,694	458,460	20,234
Total Revenues	\$7,289,709	\$7,322,305	\$ 6,736,731	\$ 627,199.00

Shortfall \$ (844,334.68)